



**Belvedere:**  
*Jerry Butler*

April 28, 2005

**Corte Madera:**  
*Melissa Gill*

**TO:** Transportation Authority of Marin Commissioners

**Fairfax:**  
*Lew Tremaine*

**RE:** Organizational Analysis Report

**Larkspur:**  
*Joan Lundstrom*

Dear Commissioners:

**Mill Valley:**  
*Dick Swanson*

As part of the 18-month work program, TAM retained the services of Carmen Clark to prepare a Transportation Agency Survey and Organizational Analysis. The Transportation Agency Survey and a draft version of the Organizational Analysis was presented at the March 5, 2005 meeting.

**Novato:**  
*Pat Eklund*

Attached is the final version of the Organizational Analysis. At the March 5 meeting, most of the comments from the Commission indicated that Scenario #4 was the best scenario to use as a startup for TAM as an independent agency.

**Ross:**  
*Tom Byrnes*

The next step once a Scenario is determined is to prepare class specifications for each position to use in determining appropriate compensation levels and to use as a basis for employee recruitment. TAM intends to make a selection in May for an independent Executive Director to start in July. The recommended actions below will facilitate preparation of drafts of these documents that can be finalized after review by the new Executive Director. The actions will also facilitate development of a staffing budget for FY 2005/06, assuming that the independent staff will be hired and start work during the fiscal year.

**San Anselmo:**  
*Peter Breen*

**San Rafael:**  
*Al Boro*

**Sausalito:**  
*Amy Belser*

Public Utilities Code Section 180107 requires the Authority to fix the compensation of its employees; therefore salary ranges for each position will be brought to the Commissioner for approval at a future meeting.

**Tiburon:**  
*Alice Fredericks*

**County of Marin:**  
*Susan Adams*  
*Hal Brown*  
*Steve Kinsey*  
*Charles McGlashan*  
*Cynthia Murray*

**Recommendation**

Staff recommends that TAM:

1. Accept the Organizational Analysis Report
2. Select Organization Scenario #4 as the model to be used for TAM startup
3. Direct staff to make assumptions regarding the employee start date for each position during FY 2005/06 and provide a staff budget allowance for the FY 2005/06 budget.
4. Direct staff to prepare class specifications for each position and conduct a salary survey.

Respectfully Submitted,

Craig Tackabery  
Executive Director

Attachment: Organization Analysis Report

F:\CMA\Staff Reports\Bdr Ltr\_ Organalysis\_April 2005 .doc

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by providing a variety of high quality transportation options designed to meet local needs.*

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# ORGANIZATIONAL ANALYSIS

Prepared for  
Transportation Authority of Marin

By  
Carmen Clark Consulting

April 1, 2005

# ORGANIZATIONAL ANALYSIS for TRANSPORTATION AUTHORITY OF MARIN

## INTRODUCTION

The purpose of this report is to review the organizational structure of the Transportation Authority of Marin (TAM) and outline some issues and recommendations concerning the agency's current and future functions and staffing. The report also incorporates recommendations of Board members provided in a March 5, 2005 workshop. The Board is concerned with establishing the most effective organization for accomplishing the central mission of TAM, but in addition, wants guidance on whether the agency should assume additional county functions in transportation and land use. Therefore, this report attempts to answer two questions. The first is whether the mission and purpose of TAM should be expanded and the second is how to best organize the functions and staffing to carry out the recommended agency mission.

**ISSUE #1:** Should TAM take responsibility for other transportation and land use programs in the County?

To better understand the context for this issue, the next section gives a summary of the current respective roles and responsibilities for TAM and other county agencies.

## CURRENT ROLES AND RESPONSIBILITIES FOR MARIN COUNTY AGENCIES

### Transportation Authority of Marin (TAM)

- Administer a new transportation sales tax program
- Function as the county's Congestion Management Agency(CMA), programs state and federal discretionary funds and monitors project delivery and system performance
- Plan and implement programs to promote connection of land use and transportation decision making.
- Program and implement Regional Measure 2 (RM 2) projects

#### Countywide Planning Agency (CWPA)

- Work with the County of Marin to update the Countywide Plan
- Implement the countywide planning performance standards for traffic, housing, water and sewer facilities, and environmental protection as outlined in Appendix A of the JPA agreement of 1993
- Review and comment on major projects (a local general plan amendment, initiated by a private applicant or a public agency that generates an increase or a decrease of 100 pm peak vehicle trips or more).
- Additional responsibilities under discussion include coordination with local jurisdictions on joint planning issues; maintenance of countywide land use database; shared use of indicator based software that tracks land use, air and water quality, and energy; development of Highway 101 corridor specific plans; and coordination with water and sanitary districts.

#### Community Development Agency of Marin County

- Provide staff for the CWPA mandated activities
- Provide land use information to update the traffic model required for congestion management program conformity

#### Marin County Transit District (MCTD)

- Provide local transit service through agreements currently with Golden Gate Bridge, Highway and Transportation District and Whistlestop Wheels
- Manage special transportation services (West Marin Stagecoach, Novato EZ Rider, Ride and Roll)
- Develop short range transit plan

### FACTORS AFFECTING EXPANSION OF TAM ROLE

#### Political/Institutional

- The political culture of the county relies heavily on cooperative initiatives; finding ways of coordinating land use decision guidance, congestion management, and transportation investment decisions would produce the best set of outcomes.
- Members of the TAM Board feel a responsibility for transit and land use decisions and may believe that the best way to build unified and coherent strategies is to consolidate the functions into one agency.
- Taking responsibility for transit operations functions would require revising legislation at the state level and legislative acts by both TAM and MCTD. Taking responsibility for CWPA functions would require revising the JPA.. These initiatives would divert energy and resources needed for the establishment of the new agency.

### Financial

- TAM can only assume functions for which it has funding. In order to fulfill its CMA responsibilities, there are certain land use information and travel demand forecasting functions that will be needed, but the full scope of CWPA responsibilities are not needed for the basic TAM CMA mission and may not be eligible for available funding.
- Conflicts can arise when the policy body for grant funding and grant recipient is the same; the risk for this conflict is heightened when some recipients are a part of the funding agency and some are not. For example, if MCTD were merged with TAM, other program constituents in Measure A, such as roadways, might perceive that the board and staff favor transit over other modes of transportation.

### Organizational

- The start-up challenge for a new agency is considerable; keeping the mission simple and focused may be the best route to success.
- While the public may consider consolidation of transportation and transportation related functions to be a rational and cost effective solution, an agency will not be able to deliver effectively with a mission that has multiple, and even competing, components.

**RECOMMENDATION:** TAM's mission should remain as it is today, with a focus on funding and programming (Measure A and RM 2 projects and serving as the county's Congestion Management Agency). This recommendation is not to prejudice any future decision for new responsibilities to be added. However, the recommended strategy is to get the basic agency up and running, build credibility and dependability, and then assess whether it makes sense to take on a broader mission. With respect to land use policy and other resource management issues, the CWPA should determine its mission and goals separately, but consider the benefits of reorganizing its policy board with the same membership as TAM. This arrangement provides the opportunity for improved policy connections between transportation investment, land use and other resource decisions. As a grant recipient of TAM, the MCTD should remain a separate entity.

**Issue #2:** What is the most effective and efficient way to organize and staff the functions of TAM?

## ORGANIZATION AND STAFFING SCENARIOS

Four scenarios were presented to the Board at the March 5 workshop. These scenarios were based on a review of similar functions in other transportation organizations (see separate report on Survey of Transportation Agencies), the

author's professional experience in administering and reviewing the performance of transportation agencies, and ongoing consultations with county staff and board members. All of these scenarios are focused on the near term and assume that other agency functions in the county remain as they are today. All of the scenarios, with the exception of #1, assume the addition of two full time equivalents (FTE's). Organization charts for each of the scenarios are included in Attachment 1.

#### Scenario #1 – Current staffing

The Authority carries out its current functions with a total of four (4) full time equivalents (FTE's). There is a full time executive director (1FTE). The planning functions and programming/forecasting functions are divided between two senior professionals, one planner (1/2 FTE) and one engineer (1/2 FTE). Technical support is provided by a principle transportation planner (1/4 FTE) and an associate engineer (3/4 FTE). In addition, in November 2004, one FTE was approved for a senior civil engineer to manage the RM 2 projects. The County of Marin provides personnel for TAM and, with the exception of the executive director and the RM2 manager, jointly funds full time positions, with the remainder of the employee's time spent on county functions. The 2004/05 budget contains \$583,000 for staffing expenses. That baseline amount will increase an additional \$48,000, to account for the full annual burden of the RM 2 manager, making the current staffing commitment annual cost a total of \$631,000. This staffing covers the basic functions for the CMA, RM 2 program, and the Measure A program.

#### Scenario #2

This scenario continues the current division of planning, programming and forecasting functions, but would add a new unit for finance and administration functions. The agency will need financial personnel to direct the preparation of the strategic plan, more complex budgets, audits, contracts and an accounting system to track funding allocations. This scenario would require a minimum of two (2) additional FTE's; one senior financial manager and one junior administrative position. This would increase the staffing budget by approximately \$226,000 (assuming that the senior financial analyst would be in the same salary range (\$146,000) as the RM 2 project manager and the administrative clerk at approximately \$80,000). This administrative position would also be responsible for acting as clerk to the board. Attachment 2 contains a preliminary list of job responsibilities for these new positions.

### Scenario #3

This scenario assumes the same staffing level as the previous scenario (6 FTE's), but with a different configuration. Instead of three different divisions, TAM could combine the planning, forecasting, and programming functions in one unit and place finance, funding, and administration in the other unit. This could reduce the number of senior staff needed and make a logical line of demarcation between the two units, with one focused on project development and the other on project implementation.

### Scenario #4

This scenario also assumes an increase to 6 FTE's in staffing, but would do away with organizational divisions or units and construct a very flat organization. This would mean that all personnel would report directly to the executive who would designate team leaders for special projects or functions, but no permanent hierarchy would be established. This scenario anticipates an executive director who would be very hands on and experienced in matrix management techniques. This scenario would work best when TAM is totally independent of the county, since productivity might suffer where employees are shared between two very different types of organizational structure. This structure would also provide future flexibility in promotion and development of staff.

## GOALS OF TAM ORGANIZATION PLAN

Whatever the choice of organizational and staffing scenario, decisions should be focused on the following goals:

- Clarify respective roles and responsibilities for agency personnel and for the public
- Provide cost effective delivery of services and projects through cooperation and collaboration, not expanded bureaucracy
- Determine TAM functions and staffing needs to guide budget development for 2005-2006 and eventual transition to an independent agency

## ISSUES AFFECTING ORGANIZATIONAL MODEL AND STAFFING CHOICE

- TAM has decided on a separate identity from the county, but the agency may continue to purchase services/share employees from the county, such as the five-year commitment for the RM 2 manager. TAM plans to transition from the use of current county employees to a mixture, and eventually to predominantly TAM employees.

- Shared employee strategies can work well as long as TAM is collocated with the County. They will work less well when this is not the case.
- The scope of work for the Project Management Oversight (PMO) team has a significant effect on the duties of staff. In many organizations, the PMO acts as an extension of staff; therefore, detailing the PMO work scope in alignment with staff functions is essential for clarity, productivity, and synergy.
- The scale and nature the TAM sales tax program is different from other self help counties; it is smaller and more focused on maintenance activities rather than capital construction. This means that the staffing skill set needed is likely to be different from many of the other sales tax agencies.
- With a small staff, there is less need to build a management hierarchy, and even though the staff must cover a wide range of technical expertise, the agency can recruit with an emphasis on cross-functional capabilities, and fill in with contract work where needed.
- The one percent cap on salaries and benefits means that the number of permanent administrative employees/functions for Measure A implementation will be limited (estimated \$160,000/year). This staff can be augmented by contract personnel where needed, but if permanent agency staff funding increases it will be because of higher than projected revenue from sales tax or continued external funding for CMA, TFCA, TPLUS, RM 2 and other related programs.
- Joint program funding of positions for CMA and Measure A functions is a productive method of utilizing technical and managerial personnel, especially senior level analysts where a small program does not need nor can it support the burden of a full time professional.

#### **RECOMMENDATIONS:**

- Plan for a transition to Scenario #4 by June 2006.
- Recruit and hire Senior Financial Analyst and Administrative Assistant as soon as possible.
- Recruit and hire Senior Transportation Planner and Senior Transportation Programmer to at appropriate time in FY 2005/06 to provide adequate overlap for transition with county staff under the funding commitment to the county staff (through June 30, 2006.)

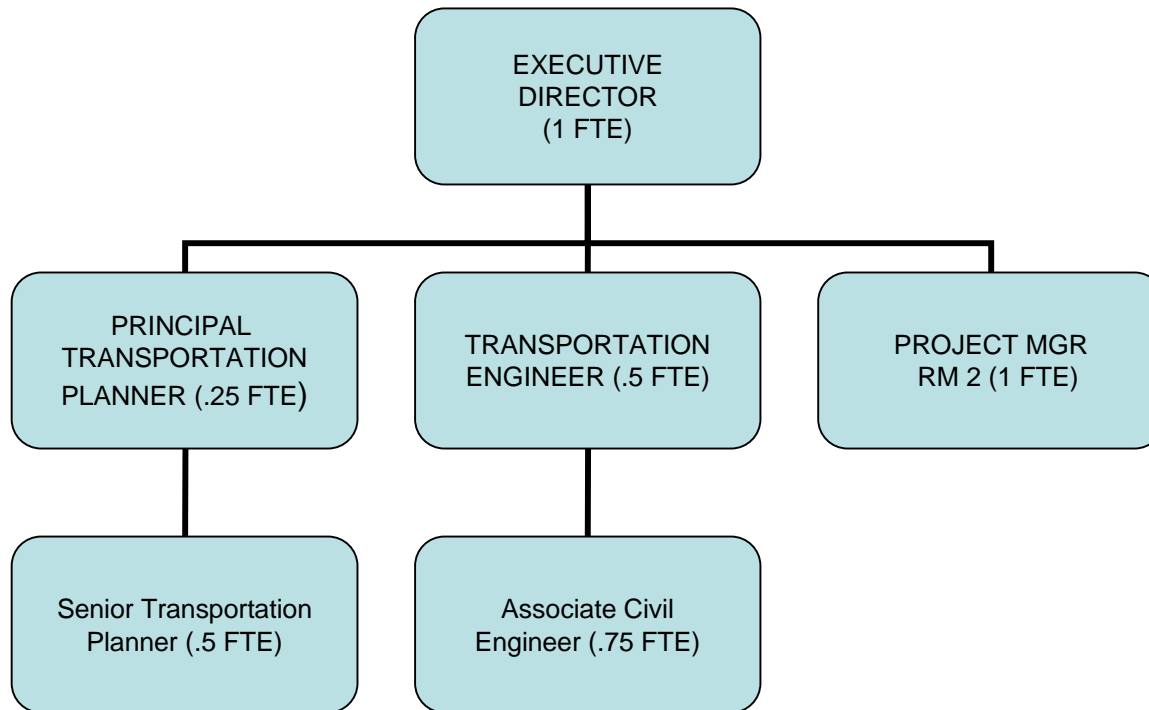
I see the decision as a two-step process, with the first decisions needed for organization and staffing in the coming year. While the board pursues the executive director search, we can decide on immediate staffing needs and draft position descriptions. This information can be reviewed by the executive when she/he comes on board and recruitment for filling those positions can then proceed. The second step in the process will be the recruitment for the remaining two planning and programming positions.

ATTACHMENT 1

ORGANIZATIONAL CHARTS

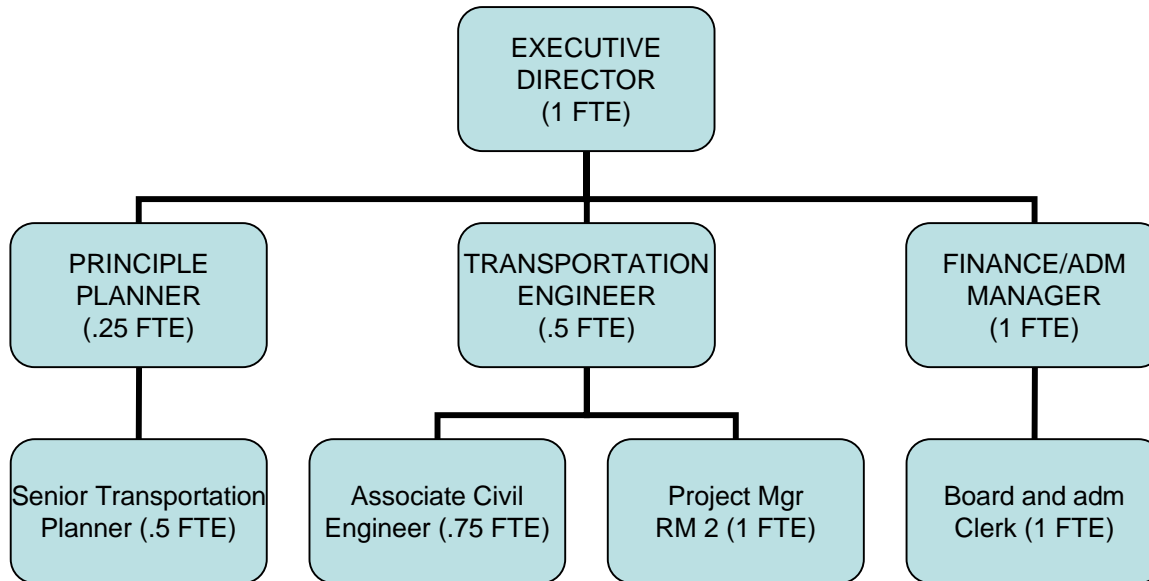
# Transportation Authority of Marin

## Organization Scenario #1



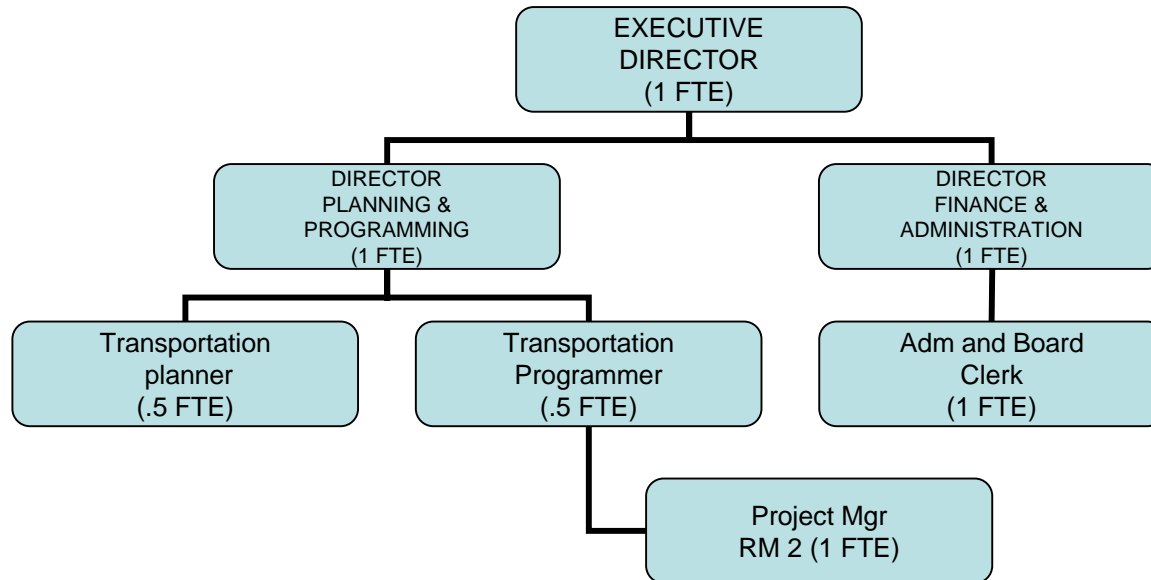
# Transportation Authority of Marin

## Organization Scenario #2



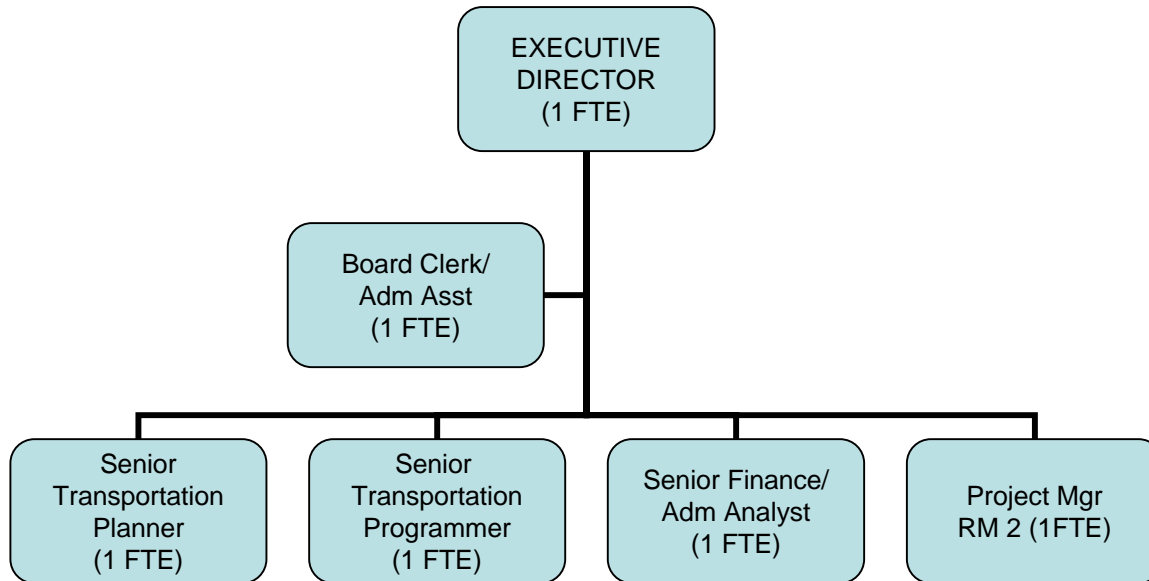
# Transportation Authority of Marin

## Organization Scenario #3



# Transportation Authority of Marin

## Organization Scenario #4



## ATTACHMENT 2

### PRELIMINARY POSITION RESPONSIBILITIES

#### Senior Financial/Administrative Analyst

Prepare annual agency budget, monitor and periodically report

Manage financial advisors and direct work of accounting and audit contractors

Develop financial controls, policies and procedures for project and program tracking

Develop and administer personnel policies and procedures, including benefits package

Refine agency Administrative Code in consultation with legal counsel and implement guidance

Develop and implement procurement and interagency agreement process, monitor contracts, recommend payments

#### Administrative Assistant/Clerk to the Board

Clerk all regular and special Board and committee meetings, prepare summary minutes, and maintain attendance records

Assemble and distribute agenda packets; insure that quorums are available

Act as receptionist for the office, directing calls/inquiries/mail and providing general information to the public and other interested parties

Perform clerical support for other staff members, including routine financial and procurement matters